

THE MOVEMENT OF POPULATION IN THE MASSACHUSETTS
DEPARTMENT OF CORRECTION DURING THE FIRST HALF OF 1973

Massachusetts Department of Correction

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This report focuses on the movement of people into, among and out of the institutions of the Massachusetts Department of Correction. Specifically, it presents the numbers of moves, made during the first six months of 1973, of the following types:

- 1) entrances into the custody of the Department by court commitment and parole revocation, and exits from its custody by parole, discharge and expiration of sentence.
- 2) transfers between the various Massachusetts Correctional Institutions.
- 3) transfers to and from out of state, county and federal jurisdictions.
- 4) short term transfers out to hospitals and court proceedings and returns from same.
- 5) other miscellaneous moves.

Included, then, are all admissions and releases with the exceptions of furloughs and routine trips (such as work or education release) lasting up to one day.

Also presented are facts about the changes in institutional populations during the first half of 1973 and the relationship of the movement of population to these changes.

The source of data for this report is the Admission/Release sheets which are completed and sent to the Central Office by each M.C.I. From these lists of ins and outs, computerized files are created by the Departmental information system. Some data has also been obtained from the weekly count sheets prepared by the Department.

The core of the report consists of seven tables, which are listed on the following page.

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Table I.

Presented in this table are the numbers of admissions and releases of various types during the first half of 1973, for each institution and the whole Department (excluding Bridgewater). Definitions of the types of admissions and releases are to be found in the Appendix.

This table is the basic reference table for this report. The diverse sections will be covered in more detail when specific factors are presented and analyzed.

TABLE I

MOVEMENT OF DOC POPULATION - BY INSTITUTION AND TYPE OF MOVEMENT

ADMISSIONS

<u>TYPE OF ADMISSION</u>	<u>WALPOLE</u>	<u>CONCORD</u>	<u>NORFOLK</u>	<u>FRAMINGHAM</u>	<u>FORESTRY</u>	<u>BOST.ST.</u>	<u>SHIRLEY</u>	<u>TOTAL</u>
Court Commitments	298	388	0	32	0	0	0	718
Parole Violations	69	132	0	18	0	0	0	219
From MCI Other Than								
Bridgewater	104	111	451	59	123	75	73	996
From Bridgewater	16	12	18	3	1	1	1	52
From Houses of								
Correction	2	6	33	5	0	0	0	46
From Federal								
Authorities	7	1	1	1	0	0	0	10
From Other States	10	0	2	11	0	0	0	23
From Court Remand	54	21	9	0	0	0	2	86
From Hospitals	16	10	6	15	1	0	0	48
Returned From								
Escape	10	37	10	16	6	0	0	79
Other	6	2	3	1	0	0	0	12
TOTAL	592	720	533	161	131	76	76	2289

RELEASES

<u>TYPE OF RELEASE</u>	<u>WALPOLE</u>	<u>CONCORD</u>	<u>NORFOLK</u>	<u>FRAMINGHAM</u>	<u>FORESTRY</u>	<u>BOST.ST.</u>	<u>SHIRLEY</u>	<u>TOTAL</u>
Paroled	74	211	115	40	43	29	19	531
Discharged/Expired	10	21	14	15	0	2	0	62
To MCI Other Than								
Bridgewater	341	351	201	4	64	11	24	996
To Bridgewater	41	21	18	2	2	0	0	84
To House of								
Correction	16	16	36	4	1	1	0	74
To Federal								
Authorities	22	0	0	3	0	0	0	25
To Other States	7	0	1	18	0	0	0	26
Out To Court Remand	37	35	44	2	0	1	2	121
To Hospitals	19	13	5	19	1	0	0	57
Escape	4	30	20	12	13	10	2	91
Other	32	1	4	6	1	3	2	49
TOTAL	603	699	458	125	125	57	49	2116

TABLE II.

Table II presents, for each institution and for the whole Department, the population on January 1, 1973 and on June 30, 1973 and the change in population over this period. Also presented are the total numbers of admissions and releases during this time. The change in population over this period is, of course, equal to the difference between the number of admissions and the number of releases.

During 1972, the DOC population decreased by 16% from 2203 to 1856. During the first half of 1973 this decreasing trend reversed itself and by June 30, 1973 the total population had reached 2029, an increase of somewhat over 9%. In 1972, the population of the walled institutions decreased by 19%. By June 30, 1973 these institutions had increased about 5% over the January 1 level. The bulk of this increase came at Norfolk where the population rose 12% over the six month period.

The minimum security facilities (Framingham, Forestry and Pre-Release) increased in population by 33% in the first six months of 1973 as compared to 46% in the twelve months of 1972. This increase is mostly due to the operation of the Pre-Release facilities which did not exist before November, 1972 and did not begin to near capacity until after the first of the year. The combined populations of Shirley and Boston State increased nearly 94% over the first six months of 1973. Framingham's population decreased by one-third in the second half of 1972 and then rose by 43% during the first half of 1973. This increase came almost entirely in early June, however, and was due primarily to the admission of 41 male inmates during that month.

Thus, in the first six months of 1973 the rate of growth of the minimum security populations increased as did the population of Norfolk (medium security). The population of Walpole (maximum security) decreased somewhat over this period.

This was due to a drop in the number of court commitments (16%) as compared to the same period in 1972. Also influential has been the policy of the Department to attempt to substantially reduce the Walpole count.

TABLE II

CHANGE IN DOC POPULATION - JANUARY TO JUNE 1973 BY INSTITUTION

	<u>WALPOLE</u>	<u>CONCORD</u>	<u>NORFOLK</u>	<u>FRAMINGHAM</u>	<u>FORESTRY</u>	<u>BOSTON STATE</u>	<u>SHIRLEY</u>	<u>TOTAL</u>
Population on 1/1/73	576	387	626	84	134	25	24	1856
Number of Admissions	592	720	533	161	131	76	76	2289
Number of Releases	603	699	458	125	125	57	49	2116
Population on 6/30/73	565	408	701	120	140	44	51	2029
NET CHANGE	-11	+21	+75	+36	+6	+19	+27	+173

TABLE III

Table III traces the average weekly population counts by month for each institution and the whole Department (excluding Bridgewater). Also presented are the overall average counts for each institution over the period January to June 1973. The source of information for this table was the weekly count sheets prepared by the Department.

As has been stated, the trend for most of the MCI's has been towards increasing populations. The only institutions which did not really increase were Walpole and Concord. Overall during the six month period, Walpole's population fell but this was actually a combination of a decline of 7% between January and early April and an increase of 6% by the end of June. Concord's population remained stable, hovering around 400 residents throughout the period.

The Forestry Camps grew steadily, but not greatly during the six months. Norfolk's population rose by 12% , mostly in the seven week period from April 7 to May 26. Framingham's population increased more than 20% in the two weeks ending June 16. The two Pre-Release centers had their major population increases in the first weeks of January.

TABLE III

AVERAGE WEEKLY POPULATION COUNTS BY INSTITUTION - JANUARY TO JUNE 1973

	<u>WALPOLE</u>	<u>CONCORD</u>	<u>NORFOLK</u>	<u>FRAMINGHAM</u>	<u>FORESTRY</u>	<u>BOSTON STATE</u>	<u>SHIRLEY</u>	<u>TOTAL</u>
January Average	574	390	610	86	126	34	38	1899
February Average	572	402	592	82	125	37	40	1893
March Average	561	404	667	75	129	32	42	1951
April Average	541	406	674	76	139	38	46	1961
May Average	561	400	688	82	137	39	47	1997
June Average	572	396	691	110	140	43	46	2034
AVERAGE WEEKLY COUNT (JAN-JUNE)	563	400	654	85	132	37	43	1956

TABLES IV AND V.

Table IV traces the number of admissions from and releases to the street for the past three and one half years. Also presented is the net increase or decrease affected by these movements for each year.

Table V shows the population change over year and half-year periods for the past three and one half years as well as the population at the beginning and end of each period.

The numbers of street admissions and releases are the key determinants of institutional population size. Table V shows that population sizes have grown each year with the exception of 1972 when the second half of the year saw a sizable drop. This must be qualified by the fact that the second half of every year sees a decrease in population due to the small number of commitments during the summer quarter court recess. This period in 1972, however, saw an especially large net decrease. Table V clearly presents the major reason for this to be the great increase in paroles during the last half of 1972. The first half of 1973 shows fewer paroles than during the same period in 1972 although there were nearly as many commitments and slightly more returning parole violators.

Commitments to Concord, during the first half of 1973, continued to be a sizable proportion of total court commitments. Indeed while such commitments compose 49% of the 1972 total they are 54% of the total for the first half of 1973. A great part of the decrease in population in 1972 was a result of paroles from Concord. During 1972 nearly 55% of the total number of paroles were from Concord while in the first half of 1973 this figure had dropped to 40% of the total paroles granted. This tends to indicate that the lower rate of paroles from Concord figures significantly in the increase in the population of the system.

TABLE IV

NUMBER OF ADMISSIONS FROM AND RELEASES TO STREET JANUARY 1970 - JUNE 1973

PERIOD	STREET ADMISSIONS			STREET RELEASES			NUMBER OF STREET ADMISSIONS MINUS NUMBER OF STREET RELEASES
	COURT COMMITMENTS	PAROLE REVOCATIONS	TOTAL	PAROLES	DISCHARGES OR EXPIRATIONS	TOTAL	
1970	859	349	1208	759	253	1012	+196
1971	1091	368	1459	946	242	1188	+271
1972 (January-June)	726	184	910	587	111	698	+212
1972 (July-December)	377	209	586	779	92	871	-285
1973 (January-June)	718	219	937	531	62	593	+344

TABLE V

POPULATION CHANGE JANUARY 1970 - JUNE 1973

PERIOD	POPULATION AT BEGINNING OF PERIOD	POPULATION AT END OF PERIOD	POPULATION CHANGE OVER PERIOD
1970	2013	2083	+70
1971	2083	2203	+120
1972 (January-June)	2203	2292	+89
1972 (July-December)	2292	1856	-436
1973 (January-June)	1856	2029	+173

TABLE VI.

Table VI presents, for each quarter of 1972 and the first half of 1973, the numbers of admissions and releases of various types and the resulting changes in the DOC population. Some categories in Table I are combined in this table.

Several important trends are shown by the data in this table. The number of escapes rose dramatically. The rise in the last two quarters of 1972 were due to 9 escapes from Framingham in September and a mass escape of 14 from Concord in November. The effect of the furlough program began to be felt in January 1973. Thus, with the exception of the Concord break, the increase in the number of escapes each quarter is due to furlough and other release programs in which some failure is to be expected.

Also noticeable are a drop in the volume of transfers to and from "Bridgewater and other facilities" other than MCI's and a sizable increase in the number of transfers between one MCI and another. Over the eighteen month period only Bridgewater transfers remained stable in numbers of admissions from and transfer to that institution. Transfers to and from other states increased somewhat during 1972 but then dropped off significantly during the first half of 1973. Both admissions from and transfers to Houses of Correction and Federal Authorities decreased markedly over the eighteen months. The increase in transfers among MCI's is definitely influenced by the opening of the Pre-Release Centers. Unfortunately data for better analysis of this finding is not available at present.

The great increase in paroles at the end of 1972 came at Concord for the most part. The numbers of paroles from that institution in the first half of 1973 were down about 30% from the same period a year before and down 52% from the second half of 1972. Paroles from Norfolk during the first six months of 1973 were 10% fewer than in the same period in 1972 and 39% less than during the second half of 1972.

There has been a slight increase in the number of parole violators returned to Concord during the first half of 1973 as compared to that part of 1972. This is due, for the most part to the large number of paroles at the end of 1972. The rate of return of parole violators to Walpole and Framingham remained about the same over the eighteen month period.

Court commitments to the system as a whole have remained stable during the first half of 1973 as compared to the first six months of 1972. At the same time, however, the average number of commitments per month to Concord rose by about 18% while commitments to Walpole fell by about the same amount and to Framingham remained stable.

It is very important to note the effects of various seasonal irregularities in the criminal justice system on the numbers of admissions to and releases from the custody of the Department of Correction. During each July and August the courts effectively shut down (except for certain special circumstances). The effect of these closings is twofold. First, there is an extreme reduction in the number of court commitments to the system during the third quarter of each year. Secondly, the spring quarter (particularly May and June) of each year sees the courts attempting to clear their dockets and thereby increasing the number of commitments during that period. The second important seasonal variation is in the number of individuals paroled during the fourth quarter of each year. With the Thanksgiving and Christmas holidays, an inordinately large number of residents are paroled to be home in time for the holidays. Consequently the number of people eligible for parole in the following quarter is reduced and therefore the number of people paroled is less.

The upshot of all this is that population tends to increase during the first half of the year (due to the lower number of paroles in the first quarter and the increase in commitments in the second) and then to decrease

during the second half (due to the lower commitment rate in the third quarter and the higher parole rate in the fourth). Thus, the increasing trend which the first half of 1973 shows is to be expected. The remainder of the year will probably have the effect of diminishing the increase by about 50%. The resulting population change for 1973 will be a rise of only 2 to 3%. Thus, the population level has remained nearly stable during 1973.

TABLE VI

MOVEMENT OF DOC POPULATION - BY QUARTER

(January 1972 - June 1972)

QUARTER	ADMISSIONS					RELEASES						NET CHANGE
	COURT COMMITMENTS	PAROLE REVOCATIONS	FROM OTHER CORRECTIONAL FACILITIES (INCL. BRIDGEMASTER)	RETURNED FROM ESCAPE	OTHER	TRANSFERS AMONG MCI'S OTHER THAN BRIDGEMASTER	PAROLES	DISCHARGE OR EXPIRATION	TO OTHER CORRECTIONAL FACILITIES (INCL. BRIDGEMASTER)	ESCAPE	OTHER	
Jan-Mar 1972	292	94	160	1	67	309	237	63	176	4	95	+39
1 Apr-Jun	434	90	156	5	105	301	349	48	203	7	120	+63
Jul-Sept	106	116	98	20	72	311	338	54	142	21	89	-235
Oct-Dec	181	93	124	18	96	367	440	38	181	25	132	-214
Jan-Mar 1973	345	101	67	42	55	444	264	35	116	50	83	+62
Apr-Jun	373	118	64	37	91	552	267	27	93	41	144	+113

TABLE VII.

Table VII presents the number of transfers from each MCI to each other MCI. Transfers to and from Bridgewater are covered in the Appendix.

COMMENT

About 90% of all transfers were from Walpole, Concord or Norfolk to another institution. Over 76% of Walpole transfers went to Norfolk, while this was true for 49% of Concord transfers.

Framingham received 57% of its admissions from Concord, 24% from Walpole and 19% from Norfolk. The Forestry Camps received 35% from Walpole, 21% from Concord and 15% were transfers from one camp to another. Shirley received 95% of its admissions from Concord and 5% from Norfolk. Boston State received 47% of its admissions from Concord, 35% from Norfolk, 13% from the Forestry Camps and 5% from Walpole. Thus during the first half of 1973 the various minimum security facilities received the following types of transfers: Forestry received primarily Walpole commitments; Shirley received primarily Concord commitments; and Boston State and Framingham received approximately equal numbers of Walpole and Concord commitments.

TABLE VII

TRANSFERS AMONG MCI'S OTHER THAN BRIDGEWATER

	<u>WALPOLE</u>	<u>CONCORD</u>	<u>NORFOLK</u>	<u>PLYMOUTH</u>	<u>WARWICK</u>	<u>MONROE</u>	<u>FRAMINGHAM</u>	<u>BOSTON STATE</u>	<u>SHIRLEY</u>	<u>TOTAL</u>
Walpole	0	27	260	9	18	9	14	4	0	341
Concord	15	0	172	2	10	14	34	35	69	351
Norfolk	72	46	0	17	11	14	11	26	4	201
Plymouth	4	0	4	0	0	2	0	4	0	14
Warwick	6	5	2	7	0	0	0	6	0	26
Monroe	6	3	5	7	3	0	0	0	0	24
⁹ / ₁₁ Framingham	0	2	2	0	0	0	0	0	0	4
Boston State	1	5	5	0	0	0	0	0	0	11
Shirley	0	23	1	0	0	0	0	0	0	24
TOTAL	104	111	451	42	42	39	59	75	73	996

A P P E N D I X A

The tables in this section are considered supplementary to this report. Table AI is a summary of data presented in Table I. Tables AII - AIV are presentations of data which during a half year does not accumulate substantially enough to require or enable much analysis.

TABLE AI

MOVEMENT OF DEPARTMENT OF CORRECTION POPULATION - GAIN AND LOSS OF POPULATION
FROM DIFFERENT CATEGORIES OF MOVES INTO AND OUT OF SYSTEM

<u>TYPE OF MOVEMENTS</u> <u>TO/FROM:</u>	<u>NUMBER OF</u> <u>ADMISSIONS</u>	<u>NUMBER OF</u> <u>RELEASES</u>	<u>NET</u> <u>CHANGE</u>
Street *	937	593	+344
MCI's Other than Bridgewater	996	996	0
Bridgewater	52	84	- 32
Houses of Correction	46	74	- 28
Federal Authorities	10	25	- 15
Other States	23	26	- 3
Hospitals	48	57	- 9
Court Remands	86	121	- 35
Escape	79	91	- 12
Other	12	49	- 37
 TOTAL	 2289	 2116	 +173

* Admissions from street include court commitments and parole violators. Releases to street includes paroles, discharges, and expirations.

TABLE AII

TRANSFERS BETWEEN BRIDGEWATER AND OTHER MASSACHUSETTS CORRECTIONAL INSTITUTIONS

<u>OTHER MCI'S</u>	<u>TO BRIDGEWATER FROM OTHER MCI</u>	<u>FROM BRIDGEWATER TO OTHER MCI</u>
Walpole	41	16
Norfolk	18	18
Concord	21	12
Forestry	2	1
Boston State	0	1
Shirley	0	1
Framingham	2	3
TOTAL	84	52

TABLE AIII

MOVEMENTS TO AND FROM OTHER JURISDICTIONS

<u>HOUSES OF CORRECTION</u>	<u>IN FROM</u>	<u>OUT TO</u>
Barnstable	1	0
Billerica	15	13
Charles Street	1	1
Dedham	4	3
Deer Island	1	2
Greenfield	3	2
Lawrence	2	6
New Bedford	5	7
Northampton	1	6
Pittsfield	0	6
Plymouth	1	4
Salem	6	7
Springfield	2	11
Worcester	3	6
Not Available	<u>1</u>	<u>0</u>
 SUBTOTAL	 46	 74
 <u>OTHER STATES</u>		
Connecticut	6	3
New Hampshire	0	1
Rhode Island	15	20
States Outside New England	<u>4</u>	<u>2</u>
 SUBTOTAL	 25	 26
 Federals	<u>10</u>	<u>25</u>
 TOTAL	 81	 125

TABLE AIV

COURT COMMITMENTS - BY COURT AND INSTITUTION COMMITTED TO

<u>COMMITTING COURT</u>	<u>INSTITUTION COMMITTED TO</u>			<u>TOTAL</u>
	<u>WALPOLE</u>	<u>CONCORD</u>	<u>FRAMINGHAM</u>	
Barnstable Superior	1	6	1	8
Berkshire Superior	4	4	0	8
Bristol Superior	10	29	2	41
Essex Superior	13	17	0	30
Franklin Superior	0	4	0	4
Hampden Superior	33	33	2	68
Hamshire Superior	3	8	0	11
Middlesex Superior	51	60	1	112
Norfolk Superior	18	29	1	48
Plymouth Superior	8	16	0	24
Suffolk Superior	125	131	9	265
Worcester Superior	17	25	2	44
Boston Municipal	0	8	5	13
Other Municipal	0	6	3	9
District Courts	0	12	6	18
Not Available	15	0	0	15
TOTAL	298	388	32	718

A P P E N D I X B

EXPLICIT DEFINITION OF CATEGORIES OF TYPES OF ADMISSIONS AND RELEASES

(Note: The numbers in parenthesis indicate the numbers of people falling in each category and subcategory.)

Admissions:

1. "Court Commitments" (718) include all new commitments. Not included are court commitments for "B" or "C" sentences, in which the resident completes one sentence and begins serving another but never leaves the walls.
2. "Parole Violators" (219) are persons reincarcerated on parole revocation warrants. Persons reincarcerated both as parole violators and on new court commitments are categorized as court commitments.
3. "From Other Regular MCI" (996) refers to transfers among MCI's, except for Bridgewater. These transfers of course show up both as admissions to one institution and releases from another.
4. "From Bridgewater" (52) indicates transfers from Bridgewater to other MCI's. Included are transfers from the State Hospital, Bridgewater DSU, Phase II i.e. Protective Custody, the Treatment Center, and the Drug Addiction Treatment Center.
5. "From Houses of Correction" (46) includes both the transfer of House of Correction commitments to MCI's, and the return of MCI commitments from Houses of Correction.
6. "From Federal Authorities" (10) refers predominantly to persons spending brief periods of time at Walpole or Framingham either just before or after trial in federal courts. Also included are a few federal prisoners serving time in MCI's.
7. "From Other States: (23) includes persons awaiting trial in another state (primarily Rhode Island women); persons committed in other states transferred to Massachusetts to serve time; and persons committed to MCI's, transferred to other states, then transferred back to Massachusetts either for a parole hearing or to serve time here.
8. "From Out of Court" (86) refers to people remanded or habeused to court, then returned. All court trips were apparently not listed on the Admission-Release Sheet.
9. "From Hospitals" (48) indicates MCI commitments returned from temporary transfers to medical hospitals or to, in a few cases, mental institutions. Not included are returns from the Bridgewater State Hospital or the Norfolk Hospital.
10. "Return from Escape": (79) is self-explanatory.
11. "Other" (12) includes a wide variety of miscellaneous categories.

Releases:

1. "Paroled" (531) indicates parolees to the street.
2. "Discharge or Expiration" (62) includes good conduct discharge, expiration of sentence, discharge from Framingham drunkenness sentence.
3. "To Other Regular MCI" (996) refers to transfers among MCI's, except for Bridgewater.
4. "To Bridgewater" (84) indicates transfers to Bridgewater from other MCI's. Included are transfers to the State Hospital, Bridgewater DSU, Phase II i.e. Protective Custody, the Treatment Center, and the Drug Addiction Treatment Center.
5. "To Houses of Correction" (74) refers predominantly to the transfer of House of Correction commitments to MCI's, and the return of MCI commitments from Houses of Correction. Also included are the parole of residents to from and after sentences at Houses of Correction and the discharge of residents to from and after sentences at Houses of Correction.
6. "To Federal Authorities" (25) refers predominantly to persons briefly held at Walpole or Framingham either just before or after trial in federal courts. Also included are a few federal prisoners who had been serving time in MCI's, as well as five persons paroled to or by federal authorities.
7. "To Other States" (26) primarily indicates residents released to correctional institutions or courts (predominantly Rhode Island women) in other states. Also included are residents paroled or discharged to the authority of other states.
8. "Out to Court" (121) refers to people remanded or habeased to court. All court trips were apparently not listed on the Admission-Release Sheet.
9. "To Hospitals" (57) indicates transfers of residents to hospitals outside the Department.
10. "Escape" (91) is self-explanatory.
11. "Other" (49) is a residual category consisting of the following: transfers to Youth Forestry Camps, death, sentence revoked, sentence vacated, released on bail, sentence stayed, discharge from voluntary alcoholic commitment, released on discharge by federal authorities, released by authority of other states, voluntary commitment released by own request, paroled to "B", or "C" sentence, paroled to warrant, paroled to from and after sentence, discharged to "B" or "C" sentence, and discharged to warrant.